EUROPEAN COMMISSION

SECRETARIAT-GENERAL

PV(2025) 2545 final

- English translation of the French version which is authentic -

Strasbourg, 16 December 2025

TEXTE EN

MINUTES

of the 2545th meeting of the Commission

held in Brussels

(Berlaymont)

on Wednesday 19 November 2025

(morning)

TABLE OF CONTENTS

Single sitting: Wednesday 19 November 2025 (morning)

The sitting opened at 9.05 with Ms von der LEYEN, President, in the chair.

Present:

Ms von der LEYEN	President	
Ms RIBERA	Executive Vice-President	
Ms VIRKKUNEN	Executive Vice-President	
Mr SÉJOURNÉ	Executive Vice-President	Items 11/14 to 21
Ms KALLAS	High Representative / Vice-President	
Ms MÎNZATU	Executive Vice-President	
Mr DOMBROVSKIS	Member	
Ms ŠUICA	Member	
Mr VÁRHELYI	Member	Items 11/14 (in part) to 21
Mr KUBILIUS	Member	
Ms KOS	Member	
Mr SÍKELA	Member	
Mr KADIS	Member	
Ms ALBUQUERQUE	Member	
Ms LAHBIB	Member	
Mr BRUNNER	Member	
Ms ROSWALL	Member	
Mr SERAFIN	Member	
Mr JØRGENSEN	Member	
Ms ZAHARIEVA	Member	
Mr McGRATH	Member	
Mr TZITZIKOSTAS	Member	Items 1 to 16/20 (in part)
Mr HANSEN	Member	
Mr MICALLEF	Member	

Absent:

Mr FITTO	Executive Vice-President
Mr ŠEFČOVIČ	Member
Mr HOEKSTRA	Member

The following also sat in:

Mr CALLEJA CRESPO	Director-General, Legal Service	
Ms SPINANT	Director-General, DG Communication	
Ms PINHO	Head of the Spokesperson's Service and Chief Spokesperson of the Commission	
Mr ADAM	Deputy Head of Cabinet to the PRESIDENT	
Ms PETKOVA	Director of Coordination and Administration in the PRESIDENT's cabinet	
Mr LUNAU	Adviser in the PRESIDENT's cabinet	Items 8 and 9/10
Mr PIERGIOVANNI	Adviser in the PRESIDENT's cabinet	Items 11/14
Ms STEFURIUC	Policy Coordinator / Member of the PRESIDENT's cabinet	Item 15
Ms SEMLALI	Policy Assistant in the PRESIDENT's cabinet	
Mr TAQUET-GRAZIANI	Acting Head of Unit in the Secretariat-General	
Ms DAGILE	Deputy Head of Unit in the Secretariat-General	

Secretary: Ms JUHANSONE, Secretary-General, assisted by Ms DEPREZ, Director in the Secretariat-General.

1. AGENDAS
(OJ(2025) 2545/FINAL; SEC(2025) 2545/FINAL)

The Commission took note of that day's agenda and of the tentative agendas for forthcoming meetings.

2. WEEKLY MEETING OF HEADS OF CABINET
(RCC(2025) 2545)

The Commission considered the Secretary-General's report on the weekly meeting of Heads of Cabinet held on Friday 14 and Monday 17 November 2025.

3. APPROVAL OF THE MINUTES
(PV(2025) 2540); PV(2025) 2541; PV(2025) 2541, PART II)

The Commission approved the minutes of its 2540th and 2541st meetings of 7 and 16 October 2025, and held over approval of the minutes of its 2542nd, 2543rd and 2544th meetings of 21 October and 4 and 12 November 2025 for a later date.

4. INTERINSTITUTIONAL RELATIONS
(RCC(2025) 260)

The Commission took note of the record of the meeting of the Interinstitutional Relations Group (GRI) held on Friday 14 November 2025 (RCC(2025) 260).

The Commission approved the lines proposed for the following points:

– **Scrutiny of delegated and implementing acts, and related empowerments**

Line set out in SPI(2025) 87.

– **Amendment of Regulation (EU) 2021/2115 as regards the conditionality system, types of intervention in the form of direct payment, types of intervention in certain sectors and rural development and annual performance reports, and Regulation (EU) 2021/2116 as regards data and interoperability governance, suspensions of payments annual performance clearance and controls and penalties (Regulation) – RODRIGUES report – 2025/0236 (COD)**

Line set out in SI(2025) 369.

– **Amendment of Regulation (EC) No 261/2004 establishing common rules on compensation and assistance to passengers in the event of denied boarding and of cancellation or long delay of flights and Regulation (EC) No 2027/97 on air carrier liability in respect of the carriage of passengers and their baggage by air (Regulation) – NOVAKOV (ex-ARIAS ECHEVERRÍA & ex-BACH) report – 2013/0072 (COD)**

Line set out in SI(2025) 354.

– **Use of railway infrastructure capacity in the single European railway area, amendment of Directive 2012/34/EU and repeal of Regulation (EU) No 913/2010 (Regulation) – METZ report – 2023/0271 (COD)**

Line set out in SI(2025) 355.

– **The welfare of dogs and cats and their traceability (Regulation) – VRECIONOVÁ report – 2023/0447 (COD)**

Line set out in SI(2025) 356/3.

– **Amendment of Directives 2006/43/EC, 2013/34/EU, (EU) 2022/2464 and (EU) 2024/1760 as regards certain corporate sustainability reporting and**

due diligence requirements (Directive) – WARBORN report – 2025/0045 (COD)

Line set out in SI(2025) 366/2.

– **Phasing-out of Russian natural gas imports, improvement of monitoring of potential energy dependencies and amendment of Regulation (EU) 2017/1938 (Regulation) – VAIDERE & NIINISTÖ report – 2025/0180 (COD)**

Line set out in SI(2025) 365.

– **Establishment of the Union Customs Code and the European Union Customs Authority, and repeal of Regulation (EU) No 952/2013 (Regulation) – GOTINK (ex-CLUNE) report – 2023/0156 (COD)**

Line set out in SI(2025) 370.

– **Agreement on the interpretation and application of the Energy Charter Treaty between the European Union and its Member States**

Line set out in SPI(2025) 88.

The Commission took note of the following points:

– **Amendment of Directives (EU) 2009/65/EC, 2009/138/EC, 2011/61/EU, 2014/65/EU and (EU) 2016/97 as regards the Union retail investor protection rules (Directive) – YON-COURTIN report – 2023/0167 (COD) / Amendment of Regulation (EU) No 1286/2014 as regards the modernisation of the key information document (Regulation) – YON-COURTIN report – 2023/0166 (COD)**

Information set out in SI(2025) 371.

– **Amendment of Regulations (EU) No 1024/2012 and (EU) 2018/1724 as regards certain requirements laid down by Directive (EU) XXXX/XXXX (Regulation) – VĂLEAN (ex-ARIAS ECHEVERRÍA) report – 2023/0462 (COD) / Establishment of harmonised requirements in the internal market on transparency of interest representation carried out on behalf of third countries and amendment of Directive (EU) 2019/1937 (Directive) – VĂLEAN (ex-ARIAS ECHEVERRÍA) report – 2023/0463 (COD)**

Information set out in SP(2025) 401.

– **Amendment of Directive 2004/37/EC as regards the addition of substances and setting limit values in its Annexes I, III and IIIa (Directive) – SOMMEN report – 2025/0232 (COD)**

Information set out in SI(2025) 357.

– **Amendment of Regulation (EU) 2021/691 as regards support to workers affected by imminent job displacement in enterprises undergoing restructuring (Regulation) – SOMMEN report – 2025/0073 (COD)**

Information set out in SI(2025) 358.

– **Amendment of Council Directive 96/53/EC laying down for certain road vehicles circulating within the Community the maximum authorised dimensions in national and international traffic and the maximum authorised weights in international traffic (Directive) – SERRANO SIERRA (ex-GARCÍA MUÑOZ) report – 2023/0265 (COD)**

Information set out in SI(2025) 359/2.

– **Amendment of Directive 2014/45/EU on periodic roadworthiness tests for motor vehicles and their trailers and Directive 2014/47/EU on the technical**

roadside inspection of the roadworthiness of commercial vehicles circulating in the Union (Directive) – GIESEKE report – 2025/0097 (COD)

Information set out in SI(2025) 360.

– **Registration documents for vehicles and vehicle registration data recorded in national vehicle registers and repeal of Council Directive 1999/37/EC (Directive) – DANIELSSON report – 2025/0096 (COD)**

Information set out in SI(2025) 368.

– **Amendment of Regulation (EU) 2024/1348 as regards the application of the 'safe third country' concept (Regulation) – DÜPONT report – 2025/0132 (COD)**

Information set out in SI(2025) 363.

– **Amendment of Regulation (EU) 2024/1348 as regards the establishment of a list of safe countries of origin at Union level (Regulation) – CIRIANI report – 2025/0101 (COD)**

Information set out in SI(2025) 364.

– **Rules to prevent and combat child sexual abuse (Regulation) – ZARZALEJOS report – 2022/0155 (COD)**

Information set out in SI(2025) 374.

– **Acceleration of permit-granting for defence readiness projects (Regulation) – 2025/0172 (COD) / Amendment of Regulations (EC) No 1907/2006, (EC) No 1272/2008, (EU) No 528/2012, (EU) 2019/1021 and (EU) 2021/697 as regards defence readiness and facilitating defence investments and conditions for defence industry – 2025/0176 (COD) / Amendment of Directives 2009/43/EC and 2009/81/EC, as regards the simplification of intra-EU transfers of defence-related products and the simplification of security and defence procurement – 2025/0177 (COD)**

Information set out in SI(2025) 361.

5. COORDINATION OF EXTERNAL ACTION (RCC(2025) 261)

The Commission took note of the operational conclusions in RCC(2025) 261 of the meeting of the Group for External Coordination (EXCO) held on Thursday 13 November 2025.

6. WRITTEN PROCEDURES, EMPOWERMENT AND DELEGATION OF POWERS

6.1. WRITTEN PROCEDURES APPROVED (SEC(2025) 293 ET SEQ.)

The Commission took note of the Secretariat-General's memoranda recording decisions adopted between 10 and 16 November 2025.

6.2. EMPOWERMENT (SEC(2025) 294 ET SEQ.)

The Commission took note of the Secretariat-General’s memoranda recording decisions adopted between 10 and 16 November 2025.

6.3. DELEGATION / SUBDELEGATION OF POWERS (SEC(2025) 295 ET SEQ.)

The Commission took note of the Secretariat-General’s memoranda recording decisions adopted under the delegation and subdelegation procedures between 10 and 16 November 2025 archived in D*e*cide.

6.4. WRITTEN PROCEDURES SPECIFICALLY IDENTIFIED (SEC(2025) 296 AND /2)

The Commission took note of the written procedures specifically identified for which the time limit expired between 17 and 21 November 2025, and of the finalisation written procedures.

7. ADMINISTRATIVE AND BUDGETARY MATTERS (SEC(2025) 297/2)

ADMINISTRATIVE MATTERS
(PERS(2025) 93/2)

7.1. DG COMMUNICATION – APPOINTMENT OF A PRINCIPAL ADVISER AT GRADE AD14 (PERS(2024) 74 TO /3)

The Commission had before it applications under Article 29(1)(a)(i) and (iii), Article 29(1)(b) and Article 29(2) of the Staff Regulations for the post of Principal Adviser for ‘Relations with stakeholders, civil society, think tanks and outreach’ in DG Communication (PERS(2024) 74 and /2).

It took note of the opinions of the Consultative Committee on Appointments of 17 June and 10 July 2025 (PERS(2024) 74/3).

The Commission proceeded to compare the applicants' qualifications for the post. On a proposal from Mr SERAFIN, in agreement with the PRESIDENT, it then decided to appoint Mr Olivier SMITH to the post.

This decision would take effect on a date to be determined.

7.2. DG INTERNATIONAL PARTNERSHIPS – APPOINTMENT OF A DIRECTOR AT GRADE AD14 (PERS(2025) 94 AND /2)

The Commission had before it applications under Article 29(1)(a)(i) and (iii) of the Staff Regulations for the post of Director of the 'Africa' Directorate in DG International Partnerships (PERS(2025) 94).

It took note of the opinions of the Consultative Committee on Appointments of 1 September and 23 October 2025 (PERS(2025) 94/2).

The Commission proceeded to compare the applicants' qualifications for the post. On a proposal from Mr SERAFIN, in agreement with the PRESIDENT, and after consulting Mr SÍKELA, it then decided to appoint Mr Stefano SIGNORE to the post.

This decision would take effect on a date to be determined.

7.3. DG INTERNATIONAL PARTNERSHIPS – END OF THE SECONDMENT IN THE INTEREST OF THE SERVICE UNDER ARTICLES 37 AND 38 OF THE STAFF REGULATIONS AND REINSTATEMENT OF AN AD14 OFFICIAL

On a proposal from Mr SERAFIN, in agreement with the PRESIDENT, and after consulting Mr SÍKELA, the Commission decided:

– to end the secondment of Mr Mathieu BRIENS to the European External Action Service (EEAS) in the interest of the service under Articles 37 and 38 of the Staff Regulations;

– to reinstate Mr Mathieu BRIENS, an AD14 official, to the temporary post of Principal Adviser for ‘Emerging Donors’ in DG International Partnerships.

These decisions would take effect on 16 January 2026.

7.4. DG MIDDLE EAST, NORTH AFRICA AND GULF – TRANSFER OF AN AD14 OFFICIAL UNDER ARTICLE 7 OF THE STAFF REGULATIONS

On a proposal from Mr SERAFIN, in agreement with the PRESIDENT, and after consulting Ms ŠUICA and Mr SÍKELA, the Commission decided to transfer, in the interest of the service, under Article 7 of the Staff Regulations, Mr Mathieu BRIENS – Principal Adviser for ‘Emerging donors’ in DG International Partnerships – to the post of Director of the ‘Gulf’ Directorate in DG Middle East, North Africa and Gulf.

This decision would take effect on 16 January 2026.

7.5. DG HUMAN RESOURCES AND SECURITY – APPROVAL OF A LIST OF CANDIDATES FOR A POST OF HEAD OF A EUROPEAN UNION DELEGATION, AT GRADE AD14/15 (PERS(2025) 95)

On a proposal from Mr SERAFIN, in agreement with the PRESIDENT, the Commission decided to approve the list of candidates for the post of Head of the European Union delegation in Türkiye (at grade AD14/15), list set out in PERS(2025) 95.

The competent authority of the European External Action Service (EEAS) would make the final appointment on the basis of this list.

This decision would take effect immediately.

7.6. DG ENERGY – AMENDMENT OF THE ORGANISATION CHART AND AUTHORISATION FOR THE INTERNAL AND INTERINSTITUTIONAL PUBLICATION, AT GRADE AD14/15, AND EXTERNAL PUBLICATION, AT GRADE AD14, OF A PRINCIPAL ADVISER POST (PERS(2025) 96; SEC(2025) 315)

On a proposal from Mr SERAFIN, in agreement with the PRESIDENT, and after consulting Mr JØRGENSEN, the Commission decided to amend the organisation chart of DG Energy and to approve:

– the creation of a permanent post of Principal Adviser ‘EU Special Coordinator for the global clean transition’, reporting to the Director-General;

– the internal, interinstitutional and external publication, with immediate effect, of the vacancy notice set out in PERS(2025) 96 for the newly created post of Principal Adviser ‘EU Special Coordinator for the global clean transition’, in accordance with Article 29(1)(a)(i) and (iii), Article 29(1)(b) and Article 29(2) of the Staff Regulations;

– DG Energy’s new organisation chart set out in SEC(2025) 315.

Unless otherwise indicated, these decisions would take effect on 1 January 2026.

7.7. SECRETARIAT-GENERAL – EUROPEAN COMMISSION DECISION ON POST TERM-OF-OFFICE ACTIVITY OF A FORMER MEMBER OF THE COMMISSION (C(2025) 9036)

The Commission decided that the professional activity envisaged by Ms Jutta URPILAINEN after leaving office as a Member of the Commission was compatible with Article 245(2) of the Treaty on the Functioning of the European Union and with the Code of Conduct for Commissioners, subject to certain conditions and obligations.

The Commission adopted the Decision in C(2025) 9036.

8. COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL – EU DEFENCE INDUSTRY TRANSFORMATION ROADMAP: UNLEASHING DISRUPTIVE INNOVATION FOR DEFENCE READINESS (COM(2025) 845 TO /3; RCC(2025) 113)

The PRESIDENT began by saying that this roadmap had been considered a priority in the White Paper for European Defence – Readiness 2030, adopted by the Commission in March 2025. She stressed the need for Europe to have a defence industrial base adapted to the current challenges. For a long time, the European defence industry had been operating at a pace corresponding to a situation of peace in Europe, and this situation had changed considerably.

Referring to the example of Ukraine, she noted that the Ukrainian defence industry was now at the forefront of technology, which had not been the case when Russia’s war of aggression began. This agility and adaptability had made it possible to produce the necessary military capabilities quickly and at a lower cost, in particular through the use of artificial intelligence.

As regards the actions envisaged, the PRESIDENT said that the main challenge lay in the scale of the investments required, i.e. around EUR 800 billion by 2030. She added that it was also a matter of boosting European supply in the field of defence, in order to achieve the target whereby at least 65% of components should come from companies based in the EU or in associated countries to benefit from funding under SAFE (Security Action for Europe).

Ms VIRKKUNEN noted that more than 300 start-ups had been set up in 2024 and stressed the need for them to have access to funding and defence procurement. The roadmap proposed that day recommended using the full potential of investment in critical and advanced technologies, such as artificial intelligence for drones, air defence systems, combat-ready virtual reality and quantum technologies, areas in which Europe was in a position of strength, as well as in space and cybersecurity. She stressed that the right ecosystems needed to be put in place and that, in this context, it was imperative to step up cooperation with Ukraine, particularly in the framework of the liaison office in Kyiv, which should be developed to become an EU defence office.

Mr KUBILIUS also stressed the importance of the lessons to be learned from the war in Ukraine. He noted that these lessons related not only to the necessary technological transformations, but also to the creation of new ecosystems conducive to these transformations. In this context, he mentioned in particular the needs in terms of research and development and innovation, military testing and feedback from the frontline. Disruptive technologies, such as artificial intelligence and quantum technologies, were essential for the future of European defence, but a systemic approach was needed to achieve the common goal of defence readiness by 2030.

Transformation was a long-term process, and the process was at an early stage. In this context, the main objective of the roadmap was to speed up the integration of technologies and improve disruptive solutions, with 14 specific actions proposed based on four priorities.

Mr KUBILIUS began by stressing the need to support investment in defence companies, in particular start-ups and emerging players. These investments had risen from EUR 1 billion in 2024 to EUR 2.3 billion today, but the financing of the final stage of production remained problematic. This was why a ‘fund of funds’ was proposed, together with the European Investment Bank, with a budget of around EUR 1 billion.

As regards speeding up the development of new technologies, a new pilot instrument for agile and rapid defence innovation (‘AGILE’) would be proposed for adoption in early 2026. This instrument would focus on speed, responsiveness and greater risk-taking, and would propose a set of activities, the results of which were expected to take no longer than 6 to 12 months.

Mr KUBILIUS then mentioned the importance of expanding access to defence capabilities and improving project pipelines for innovative defence solutions. He noted that the procurement procedures were too long, and referred in this context to the proposal for a revision of the EU Defence and Security Procurement Directive, which would be presented to the Commission in 2026.

Lastly, he felt that the European Union needed to retain its talent and strengthen the skills needed to maintain Europe’s technological leadership. It was essential for European defence staff to have the technical and technological skills needed to support the transformation towards innovative, effective and dissuasive European defence.

Following these presentations, the Commission approved the Communication in COM(2025) 845/3 for transmission to the European Parliament and the Council, and, for information, to the European Economic and Social Committee, the

Committee of the Regions and the national parliaments.

9. JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL ON MILITARY MOBILITY
(JOIN(2025) 846 TO /3; RCC(2025) 112)

10. PROPOSAL FOR A REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL ON ESTABLISHING A FRAMEWORK OF MEASURES TO FACILITATE THE TRANSPORT OF MILITARY EQUIPMENT, GOODS AND PERSONNEL ACROSS THE UNION
(COM(2025) 847 TO /3; SWD(2025) 847 AND /2; RCC(2025) 112)

The PRESIDENT introduced the military mobility package by stressing that the ability to move military equipment quickly across the EU was essential both for Europe’s defence readiness and credible deterrence. Levels of funding for military mobility had so far proven insufficient, which had limited the EU’s ability to modernise its critical infrastructure.

Ms VIRKKUNEN pointed out that, under the current Multiannual Financial Framework (MFF), the funds allocated to military mobility amounted to around EUR 1.5 billion and had been completely spent, proving insufficient to meet operational needs. The Commission therefore proposed mobilising almost EUR 18 billion, representing more than a tenfold increase, in the next Multiannual Financial Framework to cover infrastructure modernisation needs and related measures.

Stressing the need for smooth and predictable cross-border movement, she noted that the package presented that day addressed both the physical and regulatory components of military mobility. Almost 500 ‘hotspots’ had been identified along the main transport corridors, in cooperation with the EU Military Staff, North

Atlantic Treaty Organization (NATO) partners and the Member States. Investing in these hotspots would enhance both military and civilian mobility, since the underlying infrastructure would be dual-use.

Ms KALLAS highlighted the importance of learning from Ukraine's military experience, particularly as regards the crucial role of logistics speed in ensuring that armed forces and equipment could reach the right place at the right time. In some Member States the prior notification required for cross-border movement of some military equipment could be as much as several weeks. Moreover, procedures remained fragmented and inconsistent across the EU, and infrastructure was often ill-suited to cross-border movement.

She stressed the relevance of the measures proposed that day to reduce administrative obstacles and set up a new EU-wide emergency mechanism to speed up cross-border movement. These measures also aimed to increase funding for dual-use infrastructure and facilitate the pooling of transport assets, such as dedicated rail platforms for heavy equipment. Lastly, Ms KALLAS noted that this package of measures seamlessly complemented NATO's plans and would facilitate both crisis response and the organisation of major military exercises.

Mr KUBILIUS in turn underlined the central role of mobility in ensuring credible defence and the importance of logistics speed as a cornerstone of deterrence. He stressed that current procedures, including notification requirements of up to 45 days in some Member States, created unacceptable delays. He presented this package as a major step towards an EU-wide military mobility area by 2027, in line with the defence roadmap, and considered it a first step towards a potential 'Military Schengen'. For the first time, the EU would adopt a binding Regulation creating a single procedure to replace 27 national procedural regimes.

He noted that the Regulation would introduce the European Military Mobility Enhanced Response System (EMERS), a specific emergency framework allowing for temporary and extraordinary measures to enable rapid cross-border military transport in times of crisis. The Regulation would also create a resilience toolbox to identify, upgrade and protect dual-use infrastructure, as well as create a ‘solidarity pool’ of military mobility capabilities, including wagons, platforms and heavy vehicles. Those capacities could be provided directly by Member States, contracted in advance from civilian operators or procured by the EU.

Mr KUBILIUS also presented the governance structure, centred on an interinstitutional military mobility group made up of the Commission, the European External Action Service, the EU Military Staff and the Member States. This group would oversee implementation of EMERS and coordinate the activation process. The proper functioning of military mobility would be tested annually in order to assess the readiness of infrastructure, the regulatory bottlenecks and the availability of transport means, and to propose improvements.

Mr TZITZIKOSTAS noted that, in March, the Council had adopted four European military mobility corridors based on the civilian transport corridors of the TEN-T network, i.e. dual-use corridors. Around 500 projects had been identified across the EU as priorities in terms of dual-use infrastructure investment. These projects mainly involved the adaptation of existing infrastructure rather than new constructions, such as, for example, widening tunnels, reinforcing bridges or expanding ports and airports, for an estimated total of around EUR 100 billion.

He welcomed the proposal to increase funding for military mobility tenfold in the next financial framework, and pointed out that Cohesion Policy already allowed Member States to include projects related to military mobility in their programmes, which several of them had already started to do. He underlined the urgent need to complete the work required by 2030 under the EU defence readiness programme.

As regards regulatory issues, Mr TZITZIKOSTAS highlighted persistent obstacles such as bans on movement at weekends or on public holidays, strict size and weight limits, lengthy procedures for transporting dangerous goods and environmental or noise-related restrictions. The Regulation introduced harmonisation and simplification under two regimes – peacetime and emergency – allowing, where necessary, derogations from cabotage rules, adaptations to the provisions on driving and rest times, and other measures necessary to ensure mobility in crisis situations. He concluded his presentation by noting that each Member State would appoint a national military mobility coordinator to support implementation of the proposed measures.

During the discussion that followed, the Commission raised the following main points:

- strong support for the objectives of the package, which was considered an important step towards strengthening Europe's defence readiness, particularly in light of the increase in hybrid threats;

- the need to ensure that the European defence industry had access to adequate funding in order to increase production, and the appropriateness of developing a genuine single market for defence;

- the importance of ensuring reliable access to key materials and components for defence production and of integrating this access into the EU's work on critical raw materials;

- the experience gained through supporting Ukraine, including via the activation of the Union Civil Protection Mechanism and the work of the Commission's Emergency Response Coordination Centre;

- the need for closer institutional coordination between all relevant services, especially in crisis response situations, and the importance of coherent planning in the areas of defence, transport and civil protection;

– the national competence in the area of employment law, and the significant constraints imposed by it when urgent deployment was required, but also existing and potential derogations that could aid in responding to crisis situations.

The PRESIDENT welcomed the proposed harmonisation of procedures for the movement of military equipment across the EU. She considered this harmonisation to be a precursor to the future 28th regime, which would facilitate the development of European companies across the single market. She concluded by stressing the strategic importance of the proposed measures for the EU's defence readiness and deterrence. In this context, she called for close cooperation with the co-legislators to ensure the swift adoption of the Regulation. She also called for a high degree of coordination to be maintained with Member States to facilitate the implementation of the Regulation as soon as it entered into force.

Following these presentations, the Commission:

– approved the Joint Communication in JOIN(2025) 846/3 for transmission to the European Parliament and the Council and, for information, to the European Economic and Social Committee, the Committee of the Regions and the national parliaments;

– adopted the proposal for a Regulation in COM(2025) 847/3, for transmission to the European Parliament, the Council, the European Economic and Social Committee, the Committee of the Regions, the European Data Protection Supervisor and the national parliaments, together with the staff working document SWD(2025) 847/2, the contents of which were noted.

11. COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL – DATA UNION STRATEGY – UNLOCKING DATA FOR AI
(COM(2025) 835 TO /3; RCC(2025) 114)

12. PROPOSAL FOR A REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL ON THE ESTABLISHMENT OF EUROPEAN BUSINESS WALLETS
(COM(2025) 838 TO /3; SWD(2025) 837 AND /2; RCC(2025) 114)

13. PROPOSAL FOR A REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL AMENDING REGULATIONS (EU) 2016/1679, (EU) 2018/1724, (EU) 2018/1725, (EU) 2023/2854, (EU) 2024/1689 AND DIRECTIVES 2002/58/EC, (EU) 2022/2555 AND (EU) 2022/2557 AS REGARDS THE SIMPLIFICATION OF THE DIGITAL LEGISLATIVE FRAMEWORK, AND REPEALING REGULATIONS (EU) 2018/1807, (EU) 2019/1150, (EU) 2022/868, AND DIRECTIVE (EU) 2019/1024 (DIGITAL OMNIBUS)
(COM(2025) 837 TO /3; SWD(2025) 836 TO /3; RCC(2025) 114)

14. PROPOSAL FOR A REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL AMENDING REGULATIONS (EU) 2024/1689 AND (EU) 2018/1139 AS REGARDS THE SIMPLIFICATION OF THE IMPLEMENTATION OF HARMONISED RULES ON ARTIFICIAL INTELLIGENCE (DIGITAL OMNIBUS ON AI)
(COM(2025) 836 TO /3; SWD(2025) 836 TO /3; RCC(2025) 114)

The PRESIDENT introduced the digital package by highlighting the EU’s recent progress in computing power. Whereas six years ago no EU supercomputer was in the world’s top ten, there were now four, allowing start-ups and SMEs to test and develop their models through public-private partnerships. She pointed out that

Artificial Intelligence (AI) gigafactories would add further momentum by combining public computing capacity with private investment. She added that AI's potential contribution should be systematically assessed, putting it at the heart of policy and project design and thereby helping to spread it more quickly. She concluded by stressing the importance of creating a real enabling environment for developing and using AI in Europe.

Ms VIRKKUNEN then presented the various parts of the digital package. The Data Union Strategy responded to the 2024-2029 Political Guidelines calling for a genuine data revolution. She explained that the strategy was based on three pillars: (i) scaling up access to quality data for AI, through stronger European data spaces, synthetic data generation and data labs; (ii) streamlining the EU's data rules, by merging several instruments within the Data Act to make the legal framework more consistent and clearer; and (iii) adopting a more strategic approach to international data flows, by combining openness towards trusted partners, a level playing field for European companies and measures to prevent unjustified or unsecure transfers of sensitive data.

She then referred to the initiative to create European business wallets, which were essential for reducing administrative burdens, eliminating repeated requests for paper documents and making cross-border trade smoother. Building on the European digital identity framework, these wallets would provide businesses with a single and interoperable digital identity across the EU, allowing them to identify themselves and sign and exchange documents securely with public authorities and other companies. She pointed out that all public authorities, including the EU institutions, would have to accept these wallets. She stressed that this solution, based on common standards and a developing ecosystem, would strengthen trust in digital exchanges and could facilitate interoperability with equivalent systems in countries outside the EU.

Lastly, Ms VIRKKUNEN explained the two strands of the digital omnibus package. The aim of the first was to adapt the AI Act to ensure smooth and innovation-friendly implementation, especially by linking the implementation timeline for rules on high-risk AI systems to the availability of the necessary standards, specifications and guidelines. She added that the simplifications planned for SMEs would be extended to small mid-caps, and that the European AI Office would be given a bigger role by centralising oversight of systems based on general-purpose AI models so that governance was less fragmented. There would also be opportunities for experimentation, through broader access to regulatory sandboxes and more real-world testing.

The second strand, dedicated to data and cybersecurity, sought to consolidate and simplify several existing data instruments, especially by combining the existing scattered rules in a coherent framework and streamlining the sharing of public sector data. It also included targeted adjustments to the data protection framework. In this regard, Ms VIRKKUNEN highlighted the clarifications on the use of cookies, the definition of personal data and the conditions for reusing data for research, innovation or developing AI. She stressed that all the essential safeguards in the General Data Protection Regulation (GDPR) had been retained. On cybersecurity, the package simplified the incident reporting system by enabling companies to fulfil all of their obligations via an EU-wide single entry point, developed by the European Union Agency for Cybersecurity (ENISA).

Ms VIRKKUNEN concluded by stating that these measures were a first step and that a more in-depth examination of the digital rulebook would be carried out as part of the digital fitness check launched in parallel.

Mr DOMBROVSKIS placed the package in the broader context of the Commission's competitiveness and simplification agenda. He pointed out that Mr Draghi's report had highlighted the key role of a clearer and more predictable digital framework in boosting the EU's innovation capacity, and that the measures presented were a big step in that direction. He highlighted the economic dimension of the package, noting in particular the extension of less onerous procedures under the AI Act to small mid-caps, as well as the practical benefits for the public, who would have clearer rules on consent to cookies.

The measures paved the way for a broader effort to modernise the digital framework, which would be deepened as part of the digital fitness check, in order to identify new avenues for simplification while preserving the essential purpose of the existing rules. Lastly, he pointed out that the overall aim of reducing administrative burdens by 25% for all businesses and 35% for SMEs would save around EUR 37.5 billion a year. The package presented would contribute around EUR 1 billion a year to that target, bringing the savings already identified to almost EUR 9.6 billion.

During the discussion that followed, the Commission raised the following main points:

– the case for a clear and balanced digital framework that boosted innovation while safeguarding European values and data protection, and the need for consistent, predictable and stable implementation of the existing framework;

– the EU’s role in global AI governance and in promoting responsible development, correcting misconceptions about the AI Act and leading by example internationally;

– the importance of careful governance when implementing the AI Act, and the potential risks of circumvention when certain reporting obligations were removed;

– the advisability of clarifying certain aspects of the data protection framework, especially the rules on cookies and the definition of personal data, while maintaining the legal stability that was essential for international data flows and adequacy decisions;

- the need to strengthen public trust in the digital environment, ensuring clear rules and effective protection of personal data;

- the changing geopolitical and economic context at global level, which heightened the need for the EU to have a digital framework that could safeguard its values while promoting data availability, security and competitiveness;

- the importance of a more reliable and accessible European data ecosystem as a prerequisite for research, innovation and competitiveness, especially in sectors such as health, where data quality was a strategic asset;

- the expected impact of simplification measures, especially the easing of certain obligations for small mid-caps and the reduction of administrative burdens, as well as the contribution of digitalisation to access to justice and efficient courts;

- the key role of European business wallets as the digital backbone of the 28th regime, in terms of facilitating interoperability, trust and simplification in the single market, as well as portability of skills and labour mobility;

- the importance of the single entry point for cybersecurity, which was welcomed as an important step forward for businesses in that it enabled streamlined incident reporting without reducing security requirements.

Following these presentations, the Commission:

- approved the Communication in COM(2025) 835/3 for transmission to the European Parliament and the Council and, for information, to the national parliaments;

- adopted the proposal for a Regulation in COM(2025) 838/3 for transmission to the European Parliament, the Council, the European Economic and Social Committee and the national parliaments, together with the staff working document distributed as SWD(2025) 837/2, the contents of which were noted;

– adopted the proposal for a Regulation in COM(2025) 837/3 for transmission to the European Parliament, the Council, the European Central Bank, the European Economic and Social Committee, the Committee of the Regions and the national parliaments, together with the staff working document distributed as SWD(2025) 836/3, the contents of which were noted;

– adopted the proposal for a Regulation in COM(2025) 836/3 for transmission to the European Parliament, the Council, the European Economic and Social Committee, the Committee of the Regions and the national parliaments, together with the staff working document distributed as SWD(2025) 836/3, the contents of which were noted.

15. COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS – 2030 CONSUMER AGENDA AND ACTION PLAN FOR CONSUMERS IN THE SINGLE MARKET – A NEW IMPULSE FOR CONSUMER PROTECTION, COMPETITIVENESS AND SUSTAINABLE GROWTH

(COM(2025) 848 TO /3; SWD(2025) 848; RCC(2025) 116)

Ms VIRKKUNEN introduced the 2030 Consumer Agenda and explained that its purpose was to enhance protection for consumers, in particular vulnerable groups and children, when shopping in physical stores or online. Simplification was at the heart of the process, together with clarification of consumer protection rules where needed in order to reduce any unnecessary administrative burden while maintaining robust protection.

Mr McGRATH in turn explained that the agenda was designed to address gaps in consumer protection. It also had a strong economic dimension, since consumer protection was inseparable from competitiveness, which required a predictable environment. The agenda had four key priority areas: (i) an action plan for consumers in the single market; (ii) digital fairness and consumer protection online; (iii) sustainable consumption; and (iv) enforcement and redress.

Referring to his recent visit to China, which focused primarily on e-commerce, he stressed the scale of the challenges posed by the vast numbers of small parcels being imported into the EU, and the need to ensure that EU consumer-protection and product-safety rules were complied with. The United States had recently abolished customs duty exemptions for low-value parcels and the EU should move in the same direction. EU customs reform was vital to managing the growing volume of small parcels being imported, which was as high as 12 million per day. He accordingly welcomed the recent agreement in the Council in connection with the customs reform proposal to remove the EUR 150 duty exemption threshold for parcels from 2026. He also pointed out that many of the products coming into the EU in this way did not comply with its safety standards.

Mr McGRATH went on to say that two legislative proposals would be presented in 2026: first, on a Digital Fairness Act with the aim of ensuring that EU consumer laws were fit for purpose in an ever-evolving digital environment, and second, on a revision of the Consumer Protection Cooperation Regulation. He believed that this revision was urgent, as the Regulation did not address the challenges encountered. It would occur alongside a review of the Market Surveillance Regulation.

He closed his presentation by saying that he planned to convene a ministerial forum on consumer policy in order to address the urgent challenges facing both consumers and businesses. He reiterated his conviction that consumer policy was vital to competitiveness and that swift action was needed in the face of the volumes and characteristics of imported parcels, which frequently did not comply with EU rules.

In the course of the brief discussion that followed, the Commission raised the serious risks for consumers and businesses associated with the import of unsafe products, which often could not be recycled and whose chemical composition was unknown, as well as the value of having a digital passport for goods and the need to combat unfair competition.

Following these presentations, the Commission approved the Communication in COM(2025) 848/3 for transmission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions and, for information, to the national parliaments, together with the staff working document distributed as SWD(2025) 848, the contents of which were noted.

16. COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE EUROPEAN COUNCIL, THE COUNCIL, THE EUROPEAN CENTRAL BANK, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS – ENHANCING THE CAPACITY OF THE EU SUPPLEMENTARY PENSION SECTOR TO IMPROVE RETIREMENT INCOME AND SUPPLY LONG-TERM CAPITAL TO THE EU ECONOMY
(COM(2025) 839 AND /2; SWD(2025) 367; RCC(2025) 115)

17. COMMISSION RECOMMENDATION ON PENSION TRACKING SYSTEMS, PENSION DASHBOARDS AND AUTO-ENROLMENT
(C(2025) 9300; RCC(2025) 115)

18. PROPOSAL FOR A DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL AMENDING DIRECTIVES (EU) 2016/2341 AND 2016/97

AS REGARDS THE STRENGTHENING OF THE FRAMEWORK FOR OCCUPATIONAL RETIREMENT PROVISION
(COM(2025) 842 AND /2; RCC(2025) 115)

19. PROPOSAL FOR A REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL AMENDING REGULATION (EU) 2019/1238 ON A PAN-EUROPEAN PERSONAL PENSION PRODUCT (PEPP)
(COM(2025) 840 AND /2; RCC(2025) 115)

20. PROPOSAL FOR A REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL AMENDING REGULATION (EU) 2019/2088 ON SUSTAINABILITY-RELATED DISCLOSURES IN THE FINANCIAL SERVICES SECTOR (SFDR), REGULATION (EU) NO 1286/2014 ON KEY INFORMATION DOCUMENTS FOR PACKAGED RETAIL AND INSURANCE-BASED INVESTMENT PRODUCTS (PRIIPS) AND REPEALING COMMISSION DELEGATED REGULATION (EU) 2022/1288
(COM(2025) 841 AND /2; SWD(2025) 839; SWD(2025) 838; SEC(2025) 841; RCC(2025) 115)

The PRESIDENT introduced the new package of measures proposed as part of the Savings and Investments Union strategy, stressing that the aim was to help ensure adequate retirement income for citizens by improving access to better and more effective supplementary pension schemes.

Mr SÉJOURNÉ mentioned the political sensitivity of pension schemes and their reform in the Member States. That day’s proposals did not affect the first pillar of pension schemes, namely statutory or state pensions based on inter-generational solidarity and managed by each Member State; rather it concerned the second and third pillars: supplementary pensions and personal pension savings plans. The proposals were designed to strengthen supplementary pension schemes in order to complement state pensions and offer European savers better tools to plan for their retirement with confidence. They were also closely related to the EU's global economic and financial ambition as they would release new sources of financing which would help to boost the EU's economy and competitiveness.

Ms MÎNZATU in turn stressed that the growth of supplementary pensions would help to tackle pensioner poverty and would contribute to compliance with principle 15 of the European Pillar of Social Rights. The package of measures proposed that day should also reduce the pressure on national pension schemes and generate resources for economic growth and start-ups. She added that financial literacy, both for current pensioners and for future generations, would also be a key element of these measures.

For her part, Ms ALBUQUERQUE noted that the pensions package was one of the key deliverables of the Savings and Investments Union strategy. The first objective of these proposals was to ensure that retirement pensions provided an adequate income, given the structural shortages in the state pension system (first pillar). To that end, efforts should be made to encourage the use of occupational pensions (second pillar) and personal pension products (third pillar). Only 20% of Europeans currently contributed to an occupational pension scheme and only 18% to a personal retirement savings plan. She added that the second objective was to ensure that pension funds, which were the largest institutional investors on Europe's capital market, contributed adequately to financing the EU economy.

She stressed that the various proposals in the package complied with labour and social law and were also in line with the competences of national authorities and social partners. She highlighted the synergies with other initiatives under the Savings and Investments Union, such as those relating to financial literacy and savings and investment accounts.

Ms ALBUQUERQUE then detailed the three components of the Commission Recommendation on pension tracking systems, national pension dashboards and auto-enrolment. Pension tracking systems sought to raise people's awareness and encourage them to develop an investment mindset by allowing them to check their pension entitlements online at any time. National pension dashboards would give policymakers a better overview of the coverage, sustainability and adequacy of their multilayered pension systems and would encourage the exchange of best practice between Member States. Lastly, auto-enrolment would involve employees being automatically signed up for supplementary pension schemes, unless they opted out. This would prevent stagnation in the system while respecting people's individual decisions.

Ms ALBUQUERQUE then presented the legislative proposal to amend the Regulation on a pan-European Personal Pension Product (PEPP). The changes were designed to make these products more appealing, accessible and profitable for savers so that more people would make use of them. The proposal would eliminate the requirements and design features that had thus far prevented these products from being widely used in the Member States, while continuing to ensure a high level of protection for savers.

Under the legislative proposal to amend the Directive on Institutions for Occupational Retirement Provision (IORPs), there were plans to improve safeguards for savers by bringing about minimum harmonisation of the rules that pension funds had to follow when investing savers' money. Thus, the Commission was sending the message that pension funds should focus more on long-term investments, given that, by definition, they held capital for a long period of time. The review also removed barriers to market-driven consolidation and other ways of generating economies of scale. These measures would help IORPs to operate more efficiently, reduce costs and diversify their investment portfolios to deliver better returns for savers. They would also help boost financing opportunities for European businesses.

Ms ALBUQUERQUE pointed out that the 'prudent person' principle remained central to investment decisions. Applying that principle ensured that people's savings were protected against risk-taking while helping them secure better long-term returns and at the same time make a greater contribution to the EU economy.

Lastly, Ms ALBUQUERQUE explained that the amendment of the Sustainable Finance Disclosure Regulation (SFDR) was a simplification proposal that followed on from the "Omnibus I" package, targeting EU sustainability and investment rules and currently being discussed by the co-legislators. The aim of the proposal was to simplify the rules and the pre-contractual templates to be used, abolish all entity-level disclosures and remove controversial definitions. It also allowed for simple categorisation of financial products that had climate-related, environmental or social objectives. Ms ALBUQUERQUE emphasised the fact that the proposal introduced a 'transition' category for investment products, which encouraged businesses to make their operations more sustainable.

During the discussion that followed, the Commission raised the following main points:

– full support for the proposed package, which fully took into account national sensitivities on pension systems, while promoting improved financial literacy for citizens;

– the crucial role of demographic trends in shaping pension systems and the importance of intergenerational fairness; in that connection, a reference to the useful analysis that the Commission would set out in the next edition of the Demography Report, due to be published in 2026;

– the need for gender equality, given the significant pay gap between men and women, which had a knock-on effect on pensions;

– the fundamental importance of ensuring that the general public was well informed about that day's proposals in order to raise awareness of the current limits of the first pillar of pension systems, as well as the need to boost the role of the other two pillars to ensure that people had sufficient incomes in retirement.

Following these presentations, the Commission agreed, on a proposal from the PRESIDENT, that the Communication, Recommendation, proposal for a Directive and the two proposals for a Regulation, set out respectively in COM(2025) 839/2, C(2025) 9300, COM(2025) 842/2, COM(2025) 840/2 and COM(2025) 841/2, would be adopted by finalisation written procedure, the deadline for which was set at 10.00 on Thursday 20 November 2025 (PE/2025/8097, PE/2025/8096, PE(2025)8099, PE(2025)8100 and PE(2025)8095).

21. OTHER BUSINESS

LATEST DEVELOPMENTS IN EXTERNAL RELATIONS

Ms KALLAS reported on the latest developments in external relations. She began by referring to the situation in the Middle East, welcoming the fact that the UN Security Council had passed a resolution approving the ceasefire plan for Gaza. She would seek to secure Member States' backing for increased aid for Palestine at the Foreign Affairs Council on Thursday 20 November.

With regard to Ukraine, Ms KALLAS referred to the discussions held at the meeting of G7 Foreign Ministers on 11 and 12 November in Canada, and at the meeting of the European Defence Ministers of the Group of Five (E5), which had taken place on 14 November in Berlin. Furthermore, Ukraine would be discussed at the upcoming Foreign Affairs Council on 20 November in Brussels, with key issues set to include the question of Russia's shadow fleet and the coordinated measures to be taken by the Member States in that connection. She also referred to the ongoing work on energy support and food security, as well as the emphasis being placed on securing the return of all Ukrainian children displaced to Russia. Finally, she highlighted the need for continued efforts to tackle the growing number of acts of sabotage and overflights of critical facilities in the Member States.

Ms KALLAS then mentioned the Western Balkans, noting that the EU Enlargement Forum had been held in Brussels the previous day. Discussions had also taken place in the margins of this important event with a view to fostering dialogue and de-escalating relations between certain countries in the region.

In the course of the brief discussion that followed, the College referred in particular to the situation in Tanzania following the recent general elections, the need to increase European humanitarian aid for Gaza and, against the backdrop of the fourth summit between the European Union and the Community of Latin American and Caribbean States (CELAC) in Colombia, the need for the EU to step up its presence in the region.

The Commission took note of this information.

*

*   *

On the occasion of the transfer of Mr Daniel CALLEJA CRESPO, Director-General of the Legal Service, to head the Commission's Representation in Madrid, the PRESIDENT paid tribute to his 40 years of outstanding service in various cabinets and Directorates-General. She praised Mr CALLEJA CRESPO’s ability to navigate complex environments and always find appropriate solutions, a quality he had demonstrated during the various crises experienced in recent years. She expressed her sincerest gratitude for his work on behalf of the institution and wished him every success in his new role.

*

*   *

The meeting closed at 11.51.